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ABSTRACT

Long-term and short-term planning and programming and budgeting are an important part of the every-day activity of the national libraries in the socialist countries. The libraries extensively apply various types of planning ranging from current annual plans to complicated prognoses for 15-20 years ahead. These libraries display increasing attemtion to long-term planning, mathematical methods of planning and the economic aspects of library activity. Exchange of experience and methods for planning the national libraries' work is of considerable interest to all participants in the 37th Session of International Federation of Library Associations (IFLA), the meeting of Section of National and University Libraries. The section is able to promote the continuation of this exchange of opinion and find a means to acquaint many more librarians from different countries with various methods of solving the problems under discussion. (Author)

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INTERNATIONAL FEDERATION
OF LIBRARY ASSOCIATIONS

37th SESSION. AUGUST 1971. LIVERPOOL

SECTION OF NATIONAL
AND UNIVERSITY LIBRARIES

B.P.KANEVSKY

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ELABORATION OF PROGRAMMES, PLANS AND BUDGETS OF THE NATIONAL LIBRARIES IN SOCIALIST COUNTRIES

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I. Introduction

In many countries, the elaboration of prognoses, programmes and plans of libraries' development in connection with social and economic tasks is an utterly new phenomenon. Although being quite new, this idea is increasingly gaining ground among librarians. Despite the fact that the question concerning the planning of national libraries' development was voiced as early as the Vienna Symposium of 1958[1] and some national libraries have worked out the plans of their future activities, the exchange of experience among them in the field of planning has not made itself felt substantially. It is unquestionable that the consideration of this problem at the 37th Session of IFLA will be of interest for a great number of professional librarians employed in the national and university libraries.

In the Soviet Union and other socialist countries, the development of libraries, including the national libraries, has long been planned. In the USSR, the idea of planning the libraries' work was originally mentioned in the decree of the Council of People's Commissars on the centralisation of librarianship in the RSFSR, signed by V.I.Lenin in November, 1920.[2]

Social, economic and political conditions as well as cultural traditions exert a decisive influence on planning and elaborating programmes of development of the national libraries and the whole

1). National Libraries; Their Problems and Prospects. Symposium on National Libraries in Europe, Vienna, 8-27 Sept., 1958, UNESCO, 1960, p.26.

2). Lenin and Librarianship. Moscow, 1969, p.284-285.

of librarianship. The recognition of the important social role played by the libraries in the contemporary world underlies any library planning.

The experience accumulated by the national libraries in Bulgaria, the German Democratic Republic, Czechoslovakia, the Soviet Union and some other European socialist countries shows that, under the concrete historical conditions of these countries, the necessity for the planning of the national libraries' activity is determined by the following circumstances:

- the increasing importance of the social role played by a national library as the biggest book depositary of the country; the constant growth of the number of scientists and other people who are in need of its stock; the growth of the stock under the conditions of the increasing number of the printed matter leads to changes in the quantitative indices of the national library's activity;

- the emergence and quick development of new sciences and professions, the process of sciences' integration; changes in the contingent of readers; the necessity quickly to process the increasing flow of literature and quickly to inform the reader of the publications the library has received leads to qualitative changes in the national library's activity as well as to the structural changes, and it requires a new, more effective library technology;

- the enhancement of the role played by the national libraries as a centre of research in the librarianship and a centre of methodological guidance of the libraries of the whole country. This

tendency is common for the socialist countries and attaches paramount importance to the development of national libraries since the level of the entire librarianship in these countries to a considerable extent depends on the level of their scientific and methodological activity, which adds to the fact that in the socialist countries the national library has won the fullest official recognition as a central government body with a considerable resposibility for the state of affairs in the country's librarianship.

The factors determining the necessity of planning the activity of the national libraries are connected with the typological peculiarities of the socialist countries' national libraries; these peculiarities have been sufficiently revealed in the works by K.Kalaijieva and N.I.Tyulina.[3)]

One should also take into consideration that the national libraries in the socialist countries have turned today into such big bodies and complicated macro-systems that even small-scale processes and changes can in the future result in substantial consequences which ought to be foreseen in advance.

That is why it has become vital for the national libraries to determine the trends of their own development in the future so that to exert an influence upon them nowadays.

3). Kalaijieva K. The Problems of the Contemporary National Library in Serving Science and Technology in "Librarianship and Bibliography Abroad", No 28, Moscow, 1969, pp.3-22; Tyulina N.I. The National Library.III. The Socialist Librarianship and the typological peculiarities of the national library in "Librarianship and Bibliography Abroad", No 23, 1967, pp.3-19 (in Russian).

This fact is being recognized and it found its reflection in the programmes and plans elaborated by the national libraries in some socialist countries. These programmes and plans differ in their form and content but have a common idea of the constantly growing role played by the national libraries.

The problem of the programmes and plans usually includes their content and the methodological principles of drawing them up. The problem of the content of a contemporary long-term programme for a national library in a socialist state was successfully expounded, in our view, in the report delivered by N.I.Tyulina at the 36th Session of IFLA.[4] That is why in this report major attention is attached to the methodology of programming and planning.

2. The Peculiarities of Planning and Financing of the National Libraries in the Socialist Countries

2.I. The main direction in the planning of the national libraries' activities is determined by the long-term national goals in science and culture. These goals are usually formulated in the programme documents of the ruling political parties of the socialist countries, and they will be implemented during a

4) Tyulina N.I. The National Library and the Progress of Science (Some Problems of Further Development of National Libraries). Moscow, 1970. 23 pp. (FIAB/IFLA. 36th Session. Section of National and University Libraries).

certain stage in the socio-economic development of each of these countries and covers a considerable span of time.
The existence of such programmes adds stability to the major trends in the development of science and culture of each country and, consequently, to its national library.

2.2. The main goals expounded in the national programme are made concrete in the five-year plans of the development of economy and culture in the socialist countries which, after they have been approved by the supreme legislative body, become a law. The state plans and other governmental acts exert a considerable influence on the content of the long-term plans and programmes of the national libraries and sometimes contain elements of such plans and programmes since the government's decrees and directives determine functions and goals of the national libraries for a long period of time. The Law on the Libraries confirmed by the parliament of the Polish People's Republic on April 9, 1968 in an example[5]. Among other examples are the decision of the GDR Council of Ministers on the tasks of the library systems dated May 31, 1968[6] and the decision by the Council of Ministers of the People's Republic of Bulgaria adopted on January 20, 1970 on the confirmation of the basic principles pertaining to the organisation of a unified library system in the People's Republic of Bulgaria.[7]

5) Dziennik ustaw PRL, No.12 z dn.17.IV.68r,poz.63; "Bibliotekarz" (Warszawa),1968, No.6, s.162-166.
6) "Der Bibliothekar", (Leipzig),1968, No.9,S.885-893.
7) "Библиотекар"(София),1970, № 2, с.1-5.

2.3. The current plans (usually annual in the USSR) as well as long-term plans (five-year or sometimes seven-year) of development of the national libraries are part and parcel of the general state plans for the development of national economy, science and culture. The general state plans are made up on the principle of the constantly growing production, and they become laws as soon as they are approved by the supreme legislative bodies. Accordingly, the planning of the national library's activity proceeds from the expansion of its work and a qualitative improvement of its functions. The fulfilment of annual and five-year plans becomes compulsory for the national library after they have been approved in conformity with the established order. This, however, does not mean that it is impossible to introduce amendments into these plans if it is required by the circumstances.

2.4. The programmes of development and the plans of the national library's activity are, in most cases, of a systematic character since the national library is viewed in them as part of the entire library system of the country.

The necessity of a systematic approach to the questions of the national library's development is also determined by the fact that the systems of national libraries have shaped in many socialist countries: in the GDR, there are two national libraries, in Yugoslavia-6, in Czechoslovakia-2, in the Soviet Union, apart from the national library of the whole country, in each of

the I5 Union Republics there is a republican public library performing the functions of the national library.

In all programmes and plans, the development of the national library is closely connected with the development of the libraries of other types. The document elaborated by the Lenin State Library of the USSR, the national library of the Soviet Union, serves as an example.[8] Similar programmes have been worked out by some other universal and central libraries of the Soviet Union: the State Public Library named after M.E. Saltykov-Shchedrin in Leningrad, the All-Union State Library of Foreign Literature, the State Public Scientific and Technical Library in Moscow and the republican libraries. Of great interest is also the study undertaken by the Bulgarian librarians in order to make up a prognosis for the development of the Bulgarian libraries' material and technical basis. This study examines the development of the national library in connection with the development of the scientific and mass libraries within the next 20-30 years. Mention also should be made of the proposal concerning the plan for the development of the State Library of Czechoslovakia.[9]

8) The main trends in the development of the Lenin State Library of the USSR in the system of the country's libraries (Programme). Moscow, I970. 54 pages (in Russian).

9) Програма за развитието на материално-техническата база на библиотеките в България . София, I970, 45+I6 табл. (Ротапринт).
Perspektivní plán činnosti Statní knihovny ČSR na leta I97I-I975. Praha, I970, I5c.

The elaboration of a long-term plan for the development of the national library also testifies to the importance of the planning of the whole country's library network activity. In the Soviet Union, a plan envisaging the main directions in the development of the librarianship in 1971-1975 had been worked out, and hundreds of experts in librarisnship participated in its discussion. In May 1971, the plan was approved by the Council for the Libraries' activity of the USSR Ministry of Culture.

2.5. The financing is of a stable character because the plan for the development of the national ... library is, in the final analysis, part of the general state plan and allocations are provided by the budget confirmed by the supreme legislative bodies.

The budget of the Lenin State Library of the USSR--- the national library of the Soviet Union--- is drawn up as that of a research institution. The plans of the library are based on its scientific and practical activity, and the library's budget must ensure the implementation of those plans.The library draws up its budget for the coming year proceeding from the data for the previous period adding the future expenditure on the new typos of its activity as well as its further expansion. The library's budget is made up of the current outlay for the library's maintenance, wage fund, research, purchase of new books and equipment,and the buildings' repair. Capital investments are defined in conformity with the plans for capital investments of the USSR Ministry of Culture.

In order to ensure a most efficient use of the allocations resources a total estimate of all the expenditures is given, with the director of the library having the right to distribute them by different items. Only the wage fund cannot be changed.

3. The System and Methods of Making up the Programmes of Development, Planning and Financing the National Libraries

3.I. The drawing up of those programmes begins in the Library's departments.[IO)]

At the initial stages, the following methods are used; the analysis of the previous plan's fulfilment and an objective evaluation of the department's activity, a competent evaluation of the trends in the development of the department and its functions, and making up a draft-programme or a plan for the department's activity for a certain period of time. The employees of the national library including the chiefs of the departments and their assistants as well as the chiefs of the groups and sections and the most experienced librarians act as the main experts. The trade union organization of a department takes an active part in this kind of activity. If the library processes can be normalised the operating standards are being taken into consideration when the annual plans are drawn up. The projects and plans of the adjoining departments are coordinated. The original version of a programme or a plan is being disoussed at the meeting of the department's employees, and in the course of the disoussion the necessary amendments are introduced.

IO) For the information concerning the methods of planning the work of the Soviet mass libraries (some of the methods can be applied in the national libraries) see I.M.Frumin. The Organization of the Soviet Libraries' work. Mosoow, I969, pp.I65-I84 (in Russian).

3.2 . In the socialist countries, in the national libraries there are some employees or small planning sections whose task is draw up the plans of the library's work and to control their implementation.

When the employees of the planning department receive the plans made up by the other departments of the library, they analyse and evaluate them, then coordinate all these plans and draw up a single plan covering all the main aspects of the library's activity. Such pland is being discussed by the library's officials and later by numerous representatives of all its departments, groups, sections and public organizations. When the draft-plan has been adopted by the library it is passed to the Ministry which sponsors the national library. The Ministry considers the plan sometimes introducting certain amendments, then approves it and includes in the plan of the Ministry's activity. The Ministry finances the approved plan of the library's activity. The plan and the budget year coincide with the calendar year.

3.3. In order to ensure an efficient implementation of the plan, programme and the budget connected with them a regular control is necessary. In the Soviet Union, annual plans and budgets are subdivided into quarterly ones, and four times a year the director and other library officials check up on how the library as whole and its separate departments fulfil the annual plan and budget. This makes it possible to introduce timely corrections in the library's work and ensures the plans' fulfilment and often their overfulfilment.

3.4. The above-mentioned methods are applied when annual and five-year plans are drawn up. For the elaboration of a long-term programme exceeding I0 years, a far more higher level of scientific foresight in necessary. That is why the elaboration of the long-term programmes is done by special groups of highly-skilled specialists among the national library's employees and from the other libraries and library institutions.

4. New Methods in Programming and Planning of the National Libraries' Work

4.I. Today, among librarians intensive research in the use of the methods long since applied in other branches of science is underway. Mention should be made of the special interest for the mathematical and statistical methods of the libraries' planning displayed by the experts in librarianship. Apart from the already mentioned work of the Soviet specialist[II]; those questions are being examined in the articles by the other authors both in the Soviet Union and the other socialist countries. The article by H.Heler and H.Ullmann from the GDR on the application of the mathematical methods in librarianship has raised particular interest.[I2] H.Göhler and H.Ullmann point out in their article that it is possible to obtain differentiated estimates in planning and prognoses by applying the methods of the mathematical statistics. Recently published works mean that mathematical and statistical methods may be applied in librarianship in general and

II. I.M.Brumin. Op.cit.

I2. "Der Bibliothekar" (Leipzig), I968, No.I0. S.I00I-I0I5.

to the work of mass libraries in particular. These methods, however, can partially be used in planning and programming of the national libraries' work. One may assume that in the near future the development of this trend will lead to the emergence of the studies on the use the mathematical and statistical methods in the programming and planning of the national and university libraries' work.

4.2. Growing attention attaches to the study of the economic aspects of the libraries' activity. This question has been thoroughly examined in the report by Kurt Bruckmann on the planning and guidance of the libraries under the conditions of a new economic system[I3] delivered at the seminar of the GDR and the USSR librarians, held in Moscow in September, 1967. Although the problems raised in the report pertained to the work of the libraries of various types, nevertheless, they are of special importance for the examination of the economy and efficiency of the work performed by big universal libraries, i.e., the national and university libraries.

4.3. Of late, the national libraries of the socialist countries are becoming increasingly interested in the elaboration of the long-term programmes and prognoses. The already mentioned programme of the Lenin State Library of the USSR is one of the first ones of this kind. This programme covers a period of I0-I5 years and was drawn up by the end of I969 by means of the expert

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I3) "Librarianship and Bibliography Abroad", No.27, Moscow, I968, pp.30-37. (in Russian).

evaluations on the basis of the system analysis. The programme encompasses the main aspects of the Library's activity and is aimed at determining the direction in which the qualitative and quantitative indications of the Library's work will change as well as the functional alterations.

If the coordination of the Library's work with that of the other Soviet libraries becomes more developed than now, it will be possible in the future to find the optimal figures for such important indications as the number of books served out, the number of publications acquired and the number of bibliographic questions answered. For instance, the Library expects that it will be able to cut down by 100.000-120.000 units the number of the publications it annually receives into its main stock and to reduce the number of books sent to other libraries on loan. At the same time, it expects to ensure a sharp increase in the production of xerocopies and microfilms. This example shows that an increase or decrease in the traditional indices of the library's activity is tied up with the development of the modern methods of serving the readers.

The programme envisages substantial changes in the qualitative showings in the library's work owing to the automation and mechanization of the main library and bibliographic processes, above all, the system of performing the catalogues, transporting the literature, the system of reception, calculation and distribution of the readers' orders, the system of the inter-library communication and others. The Library takes vigorous measures to carry

out this part of the programme.By the spring of I97I, a high-efficiency computer was purchased, and the format PMK-70 for issuing machine readable catalogues has been worked out and adopted. The patterns of the printed catalogues were issued in the middle of I970, while in I972 ,the Library plans to start regular (once in a fortnight) printing of such a catalogue for the newly acquired publications.

The functional changes will be seen, above all in the fact that the role of the Lenin State Library of the USSR as the centre coordinating the entire activity of the Soviet libraries, in particular the universal libraries, will enhance. Now the Library has already become a centre of coordinations in such fields as reference work ,domestic and international book exchanges, the elaboration of cataloging rules, the methodology of library work; and recommendatory bibliography as well as mechanization and automation of the library processes. The Library coordinates the research work in librarianship. The long-term programme provides for an extension of the coordinating,methodological and organizational role played by the Library.

The distinctive feature of the programme consists in the fact that it envisages an intensive development of research whose foundation will be the new studies of general problems of theory and history of librarianship, bibliography, history of books, sociological research, the elaboration of the problems of the psychological and pedagogical principles of reading,some basic problems pertaining to the organization of librarianship in the USSR, and the questions of mechanization and automation.

4.4. Having determined the major directions of its development for the next I0-I5 years and having started actively to carry out this programme, the Lenin State Library of the USSR continues its activity on scientific prognosis. The emergence of new situations, ideas, technical improvements makes it necessary quickly to introduce amendments into certain parts of the programmes which has already been worked out. Moreover, the long-term programme inevitably was drawn up in a very general form and concerned only the basic trends of the Library's work. That is why the programme wants detailing and it also should be elaborated for a longer period of time. Experience has shown that the prognosis should be constantly conducted and become part of the Library's research activities.

In this connection, such a subject as "The Forecasting of the Development of the Lenin State Library of the USSR up to I990 by Means of Heuristic forecasting" was included in the plan of the Library's research department work in the beginning of I970. A group consisting of two specialists was formed to elaborate the problem. The group used the material of a general methodological character worked out by different research institutions and applied in the course of scientific forecasting. The use of the material, however, had been of a limited character, and the group had to solve some general methodological problems by itself.

There are the following stages in the process of making up a prognosis:

- formalisation of the object;

- the choice of the forecasting method and collection of the necessary information;

- the machine processing of the collected information in accordance with the chosen programme;

- the analysis of results, interpretations and conclusions.

At the first stage of forecasting, a graphic pattern(a chart) of the Library's activity was worked out. This chart presents a hierarchical structure of the Library with all its characteristics and diversity of links, and contains a visual representation of the systematic and structural analysis of the object. The chart is intended for the use in the process of examining the retrospective changes in the work and structure of the Library, for the use of the data obtained in the course of the research, in the extrapolation of its future trends in the development as well as for a systematic study of the future development of the Library applying various methods of forecasting. The graphic pattern which clearly demonstrates the subordinate dependence between the structural elements of the Lenin State Library of the USSR will be fed into the "memory" of the computer for which purpose every structural element will have its own code.

Simultaneously with the creation of the graphic pattern, groups of experts were formed of the specialists working both in and outside the Library. The groups numbers over 500 persons.

When the forecasting method was being chosen,preference was given to that of expert evaluations pertaining to the class of

the heuristic methods of forecasting. The following circumstances were taken into account;

- the research prognoses are recommended to be compiled by heuristic methods;

- the long-term prognoses(for Ib years or more) are compiled by means of the method of expert evaluations in contrast to the short-term prognoses for the elaboration of which mathematical methods are used;

- it is the method of expert evaluations that is used when the object cannot be easy formalized;

- the character and volume of the information available at the initial stage of the work also conditioned the choice of this method.

The application of this method will bring about a ranged set of alternative directions of development and quantitative characteristics of the parameters taken into consideration when the prognosis is compiled.

The making of the expert evaluations' tables is one of the basic and decisive stages in the elaboration of the prognosis. On the basis of the graphic pattern a system of questions has been worked out concerning the events and phenomena whose development or change is expected. A ten-point system is used for rating the evaluations and the total number of the questions included in the expert evaluations' tables amounts to 350 .

When the tables are filled in, they are processed by the computer. The results will be generalized, analysed and then will

serve as a starting-point for conclusions. The objectiveness of the conclusions on the basis of the subjective evaluations of the experts will be ensured by:

- the participation of a substantial number of experts;
- the analysis and calculation of the answers to the interconnected and interdependent questions;
- superposition of the prognoses, which later will be carried out not only by means of expert evaluations but also by other forecasting methods.

5. Conclusion

Long-term and short-term planning and programming and budgeting are an important part of the every-day activity of the national libraries in the socialist countries. The libraries extensively apply various types of planning ranging from current annual plans to complicated prognoses for I5-20 years ahead. These libraries display increasing attention to long-term planning, mathematical methods of planning and the economic aspects of library activity.

Exchange of experience and methods for planning the national libraries' work is of considerable interest to all participants in the 37th Session of IFLA, the meeting of Section of National and University Libraries. The section is able to promote the continuation of this exchange of opinion and find a means to acquaint many more librarians from different countries with various methods of solving the problems under discussion.